



REPORT FOR ACTION

2200-2206 Eglinton Avenue East, 1020-1030 Birchmount Road and 75 Thermos Road – Official Plan Amendment Application – Preliminary Report

Date: December 19, 2018

To: Scarborough Community Council

From: Director, Community Planning, Scarborough District

Wards: Ward 21 – Scarborough Centre

Planning Application Number: 18 206702 ESC 37 OZ

Notice of Complete Application Issued: August 28, 2018

Current Use(s) on Site: a three-storey commercial building at 2200 Eglinton Avenue East; a seven-storey office building (14,400 square metres) at 2206 Eglinton Avenue East; one-storey industrial buildings at 1020 Birchmount Road at 75 Thermos Road with a related detached building (power house). The site includes surface parking and two above-grade parking structures. The east parking structure has frontage on Birchmount Road and west parking structure has frontage on Thermos Road.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application located at 2200-2206 Eglinton Avenue East, 1020-1030 Birchmount Road and 75 Thermos Road. Staff are reviewing the application concurrently with the Golden Mile Secondary Plan Study. The application has been circulated to all appropriate agencies and City divisions for comment.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff process this application concurrently with, and within the context of, the Golden Mile Secondary Plan Study.
2. This application be considered by Council concurrently or following Council's consideration of the Golden Mile Secondary Plan.

3. City Council determine that an Avenue Segment Study is not required given that Planning Staff are undertaking a Secondary Plan Study for the Golden Mile area that includes the subject site.
4. Within the context of the ongoing development of the Golden Mile Secondary Plan, staff be authorized to:
 - (i) schedule a community consultation meeting for the lands at 2200-2206 Eglinton Avenue East, 1020-1030 Birchmount Road and 75 Thermos Road, either as a separate meeting or in conjunction with community consultation meetings for the Golden Mile Secondary Plan Study, together with the Ward Councillor; and
 - (ii) provide notice for a community consultation meeting to be given to landowners and residents within 120 metres of the site; and
5. Give notice for the Public Meeting under the *Planning Act* according to the regulations under the *Planning Act*.

FINANCIAL IMPACT

The recommendations in this report have no financial impact.

DECISION HISTORY

Golden Mile Employment District Transportation System Improvement (TSI) Charge Reserve Fund

At its meeting on June 10, 1997, Council of the former City of Scarborough adopted a report entitled 'Implementing Transportation System Improvements Identified through the Golden Mile Land Use Review'. This Review provided a vision for the rejuvenation of the Golden Mile employment district and established a range of additional commercial land uses for the area.

A number of transportation system improvements were identified, which were key to supporting additional land uses. To facilitate necessary transportation improvements, a process was established to obtain these works through the collection and distribution of appropriate funds through a "Transportation System Improvement (TSI) charge". Since the implementation of this TSI charge, monies have been collected and distributed to construct necessary transportation improvements in the area. More information regarding the TSI Charge Reserve Fund can be found at:

<http://www.toronto.ca/legdocs/2001/agendas/council/cc010626/pof9rpt/cl008.pdf>

Eglinton Connects Planning Study

In May 2014, City Council directed City Planning staff to undertake further study of the six focus areas that were identified in the Eglinton Connects Planning Study. The Golden Mile was one of the focus areas along the 19-kilometre Eglinton Crosstown Light Rail Transit ("LRT") corridor. The focus areas were identified due to their capacity to accommodate future residential, mixed-use and employment growth.

Further information regarding the Eglinton Connects Planning Study can be found at: <https://www.toronto.ca/legdocs/mmis/2014/pg/bgrd/backgroundfile-68062.pdf>

Golden Mile Market Analysis and Economic Study

City Planning staff retained Urban Metrics Inc. to undertake the Golden Mile Market Analysis and Economic Strategy Study, which was completed in December 2016. The Study analyzed the existing economic and employment conditions in the Golden Mile. The Study included suggestions for an economic strategy that would inform the development of a vision and planning framework for the Golden Mile area.

Further information regarding the Golden Mile Market Analysis and Economic Strategy Study can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.SC21.12>

Golden Mile Secondary Plan Study

In June 2017, City Planning staff initiated the Golden Mile Secondary Plan ("GMSP") Study to develop a vision and comprehensive planning framework for the Golden Mile area that would include Secondary Plan policies that direct:

- built form, public realm, community infrastructure, and public art strategies;
- a transportation master plan and master servicing plan;
- urban design guidelines; and
- implementation/financial strategies.

In consultation with staff from other City divisions and agencies, City Planning staff are working with a team of land use planning, urban design, transportation, servicing, and community services and public engagement consultants led by SvN Architects + Planners Inc. City Planning staff have also consulted with the broader Golden Mile community throughout the Study process as part of the public engagement strategy.

The Study encourages appropriate residential and non-residential growth on lands designated *Mixed Use Areas*, and employment uses, including office development/investment on lands designated *Employment Areas*.

The Study is also intended to identify the infrastructure that will be required to support the anticipated growth in the Golden Mile, including streets, servicing, parks, and community services and facilities.

The GMSP Study is a three-phase study that is currently in Phase Three. Each phase of the Study has included multiple public engagement/consultation meetings for City staff, external stakeholders, a Local Advisory Committee ("LAC"), and members of the general public.

Phase One of the Study focussed on an analysis of the GMSP study area and its surrounding context, developing an understanding of the opportunities and constraints within the Golden Mile and identifying the necessary work to be undertaken in other components of the Study. A draft vision and guiding principles were developed to inform the work to be undertaken in Phase Two.

On February 21, 2018, Scarborough Community Council received an Information Report from City Planning staff dated January 24, 2018. The report provided information regarding the status and Background Report for the GMSP Study. The report can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.SC28.4>

Phase Two of the Study focussed on further developing the vision and guiding principles for the study area. Several development alternatives were identified for the Golden Mile that were analyzed and tested. Three alternatives were selected for detailed discussion with the Technical Advisory Committee ("TAC") and LAC members, as well as through the public consultation process. An Alternatives Report was drafted by the consulting team, which provides a summary of the analysis and feedback regarding the three development alternatives. The Alternatives Report is expected to be tabled for Scarborough Community Council information in Q1 2019.

Phase Three will identify a draft preferred alternative based on the feedback from Phase Two. City Planning staff continue to work with partners in other divisions and agencies, as well as the consulting team to refine the preferred alternative. Additional consultation with landowners with large sites in the Golden Mile has occurred throughout Phase Three. This has allowed more fulsome discussions regarding the emerging built form and public realm strategies in advance of finalizing the policies for the Golden Mile. The final Community Consultation Meeting for the Study is anticipated for Q1 2019 and the Final Report, including draft Secondary Plan policies and related strategies, is expected to be brought to City Council for consideration in Q2 2019.

ISSUE BACKGROUND

Application Description

This application proposes to amend the Official Plan to add a Site and Area-Specific Policy ("SASP") for the property at 2200-2206 Eglinton Avenue East, 1020-1030 Birchmount Road and 75 Thermos Road to permit a mixed-use development with new streets and parkland. The applicant is proposing a range of residential and non-residential uses, as well as to retain the existing office building at 2206 Eglinton Avenue East and the east parking structure. The development would include a range of building heights, a total of 3,700 residential units, 14,000 square metres of office space (retained from 2206 Eglinton Avenue East), 4,180 square metres of retail uses, and a Floor Space Index ("FSI") of 4.5 times the lot area.

Detailed project information is found on the City's Application Information Centre at: <https://www.toronto.ca/city-government/planning-development/application-information-centre/>

Refer to Attachment 1: 3D Model of Proposal in Context for a three dimensional representation of the project in context.

Provincial Policy Statement and Provincial Plans

Land use planning in the Province of Ontario is a policy led system. Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2014) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, include: the Growth Plan for the Greater Golden Horseshoe (2017) (the "Growth Plan"). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

Toronto Official Plan Policies and Planning Studies

The City of Toronto Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location, and built form compatibility of different land uses and the provision of municipal services and facilities. Authority for the Official Plan derives from The Planning Act of Ontario. The PPS recognizes the Official Plan as the most important document for its implementation. Toronto Official Plan policies related to building complete communities, including heritage preservation and environmental stewardship may be applicable to any application.

Toronto Official Plan policies can be found at: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

The current application is located on lands identified as an *Avenue* on Map 2 of the Official Plan and is designated *Mixed Use Areas* on Map 20.

Zoning By-laws

The site is not subject to City-wide Zoning By-law 569-2013. As such, the site is zoned Industrial (M) and Office Uses (OU) under former City of Scarborough Employment Districts Zoning By-law No. 24982, *as amended* (Golden Mile Employment District). The M Zone permits industrial and office uses. The OU Zone permits a range of non-residential uses including financial institutions, restaurants and retail uses. Both the M and OU Zones permit day nurseries, educational and training facility uses, places of worship, and recreational uses. The site is also subject to Exception 202, which prohibits non-accessory ground and wall signs (excluding marketplace signs).

City-Wide Tall Building Design Guidelines

In May 2013, Toronto City Council adopted the updated city-wide Tall Building Design Guidelines and directed City Planning staff to use these Guidelines in the evaluation of all new and current tall building development applications. The Guidelines establish a unified set of performance measures for the evaluation of tall building proposals to ensure they fit within their context and minimize their local impacts. The city-wide guidelines are available at <http://www.toronto.ca/planning/tallbuildingdesign.htm>

Mid-Rise Building Guidelines

In July 2010, Toronto City Council, adopted the recommendations contained in the staff report prepared by City Planning entitled "Avenues and Mid-Rise Buildings Study", with modifications and directed staff to use the Performance Standards for Mid-Rise Buildings in reviewing all new and current mid-rise development proposals on the Avenues for a two year monitoring period. In November 2013 City Council extended the monitoring period to the end of 2014.

The Avenues and Mid-rise Buildings Study identifies a list of best practices and establishes a set of performance standards for new mid-rise buildings. Key issues addressed by the Study include maximum allowable building heights, setbacks and stepbacks, sunlight and skyview, pedestrian realm conditions, transition to *Neighbourhoods* and *Parks and Open Space Areas* and corner sites. The Study can be found at:

<http://www1.toronto.ca/City%20Of%20Toronto/City%20Planning/Urban%20Design/Midrise/midrise-FinalReport.pdf>

In June 2016, City Council approved the Mid-Rise Building Performance Standards Addendum (April 20, 2016). The Addendum is to be used by City Staff together with the 2010 approved Mid-Rise Building Performance Standards during the evaluation of development applications where mid-rise buildings are proposed and the Performance Standards are applicable. The Performance Standards and Addendum may also be used to help inform the preparation or review of area studies and policies involving mid-rise buildings. The Addendum clarifies that these Performance Standards may be a useful planning tool where a Secondary Plan supports mid-rise buildings, but does not regulate built form or does not fully address mid-rise building design, or when a Secondary Plan is under review. The Addendum is approved as an interim supplement to the 2010 Performance Standards until such time as Council considers and adopts updated Mid-Rise Building Design Guidelines.

Refer to the Council Decision:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.PG12.7>

and Attachment 1: Mid-Rise Building Performance Standards Addendum (April 20, 2016) <http://www.toronto.ca/legdocs/mmis/2016/pg/bgrd/backgroundfile-92537.pdf>

Growing Up: Planning for Children in New Vertical Communities Guidelines

In July 2017, City Council adopted the City-wide Growing Up: Planning for Children in New Vertical Communities draft guidelines. The objectives of the guidelines are rooted in the Official Plan vision to create an attractive, safe and healthy city where children are valued and residents have access to housing, support services and recreational activities. The draft guidelines implement Official Plan policies that highlight the importance of integrated community facilities and amenities, the need for a comfortable and safe public realm and the creation of a range of housing options in communities. The Guidelines and City Council decision can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PG21.3>

Urban Design Guidelines for the Golden Mile will be developed through the GMSP Study and will be used in the evaluation of this application.

Site Plan Control

The application is subject to Site Plan Control. A Site Plan Control application has not been submitted.

COMMENTS

Reasons for the Application

The applicant proposes an SASP for the subject lands to permit a range of residential and non-residential uses, new streets and parkland. The SASP would include built form and public realm parameters to guide future development on site.

ISSUES TO BE RESOLVED

The application has been circulated to City divisions and public agencies for comment. At this stage in the review, the following preliminary issues have been identified:

Provincial Policies and Plans Consistency/Conformity

This application will be evaluated for consistency with the PPS and conformity with the Growth Plan. With regard to the PPS, staff will evaluate the proposed development against the policies that promote complete communities including opportunities for local employment; a mix of housing, recreation, parks and open space, and transportation choices. These policies are relevant for the subject site, which includes 14,400 square metres of existing office uses and 3,700 proposed residential units in close proximity to a future Eglinton Crosstown LRT stop (under construction).

With regard to the Growth Plan, staff will evaluate the application against the density targets adjacent to rapid transit stations (stops). The Eglinton Crosstown LRT stops in the Golden Mile have not been identified as Major Transit Station Areas ("MTSA") in the Official Plan at this time. As such, staff will evaluate whether the proposed density is appropriate, despite the area not formally being identified as an MTSA. Staff will also review the application against the Growth Plan with respect to employment strategies to

attract and retain jobs, and requirement to provide a range of housing options, public service facilities, recreation and green space

Official Plan Conformity

Staff are reviewing the application to determine its conformity with the Official Plan Policies pertaining to *Avenues*, *Mixed Use Areas*, office replacement, healthy neighbourhoods, housing, parkland, and public art, amongst others.

Built Form, Planned and Built Context

Staff will assess the suitability of the proposed heights and massing. Staff will also evaluate the proposed transition to the adjacent non-residential uses located at 101 Thermos Road/200 Ashtonbee Road (Kawasaki) and north of Ashtonbee Road, and the residential uses east of Birchmount Road.

Staff will evaluate whether the application is contextually appropriate with the planned context and emerging GMSP policies, which are informed by the city-wide Tall Building Design Guidelines, the Mid-rise Building Guidelines and Growing Up: Planning for Children in New Vertical Communities Guidelines.

Staff will identify opportunities for the development to include a variety of public realm improvements including the construction of privately-owned publicly accessible open space (POPS) and potential connections to the Meadoway, which is a matter of regional and provincial interest.

The applicant will be required to submit additional studies including sun/shadow and pedestrian level wind studies as part of their future Zoning By-law Amendment application.

Tree Preservation

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law). The subject property generally contains public (City-owned) trees along the perimeter of the site, as well as some private trees adjacent to the buildings at 2200 and 2206 Eglinton Avenue East. The applicant will be required to submit a Tree Preservation Report and Plan with their future Zoning By-law Amendment application, which will identify whether the existing public and/or private trees will be preserved.

Housing

A Housing Issues Report ("HIR") has been submitted as part of this application because the site exceeds five hectares in size, which is being reviewed by staff. City Planning will encourage the applicant to provide a range of residential units and will require that a minimum of 10 percent of the units are larger units suitable for a broad range of households, including families with children.

Archaeological Assessment

An archaeological resource assessment identifies and evaluates the presence of archaeological resources, also known as archaeological sites. The applicant has submitted an Archaeological Assessment ("AA") with regard to the northern portion of the site, which is identified on the City of Toronto Archaeological Management Plan as an area of archaeological potential. The AA is under review by City Planning staff.

Heritage Impact & Conservation

Staff are reviewing the Heritage Impact Assessment (HIA) Report submitted with the application. The central portion of the site (1020 Birchmount Road) was the location of the former the Lucas Rotax Aircraft Plant. Although the building is not identified on the City of Toronto's Heritage Register, staff will evaluate whether the application will have an impact on cultural heritage for the subject site and whether a conservation strategy will need to be implemented.

Community Services and Facilities

Community Services and Facilities ("CS&F") are an essential part of vibrant, strong and complete communities. CS&F are the lands, buildings and structures used for the provision of programs and services provided or subsidized by the City or other public agencies, boards and commissions. They include recreation, libraries, childcare, schools, public health, human services, cultural services and employment services, etc.

The timely provision of community services and facilities is as important to the livability of the City's neighbourhoods as "hard" services like sewer, water, roads and transit. The City's Official Plan establishes and recognizes that the provision of, and investment in community services and facilities supports healthy, safe, liveable, and accessible communities. Providing for a full range of community services and facilities in areas experiencing major or incremental growth, is a responsibility shared by the City, public agencies and the development community.

Staff are reviewing the CS&F Study that was submitted with this application and will evaluate the impact of the proposed development and local development activity on community services and facilities, including an assessment of existing capacity to support the proposed population growth.

A CS&F strategy will be developed through the GMSP Study to create area-specific policies for the Golden Mile, which will be used in the evaluation of this application.

Section 37 Community Benefits

Section 37 of the Planning Act enables the City to pass by-laws for increases in height and/or density not otherwise permitted by the Zoning By-law in return for the provision by the applicant of community benefits in the form of capital facilities. Details of a Section 37 Agreement between the applicant and the City will be considered, in consultation with the Ward Councillor, if a project is ultimately approved.

Infrastructure/Servicing Capacity

The application will be reviewed in the context of the GMSP Study, which includes a servicing strategy. In particular, staff will determine whether there is sufficient infrastructure (streets, transit, water, sewage, hydro, community services and facilities, etc.) capacity to accommodate the proposed development and the potential cumulative impact of all proposed applications in the Golden Mile area. The applicant will be required to submit a Servicing Report with their future Zoning By-law Amendment application.

The applicant has submitted a Transportation Impact Study ("TIS"), which will be reviewed for the potential impact of the development on the existing transportation network. Staff will review the proposed public streets with regard to their location and right-of-way width to determine whether further transportation improvements are required to accommodate the travel demands associated with the development.

Toronto Green Standard

City Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. The proposed development will be required to meet and demonstrate compliance with Tier 1 of the TGS once the related Zoning By-law Amendment and Site Plan Control applications are submitted. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement.

The application was submitted after May 1, 2018 and is subject to TGS Version 3.0. The application will be reviewed for compliance with Tier 1 performance measures. Staff will encourage the applicant to pursue a Tier 2 of the TGS or higher.

More information regarding the TGS may be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/toronto-green-standard/>

On-site Parkland

Staff will review the location, size and configuration of the on-site parkland proposed by the applicant. The parkland dedication is proposed to be provided as two components, one of which would be located adjacent to the existing office building at 2206 Eglinton Avenue East. This parkland would be an expansion of the existing privately-owned open space, which would be conveyed to the City for a public park. Staff will evaluate whether this location is suitable and consistent with the public realm strategy being developed through the GMSP Study.

Additional Issues

Additional issues may be identified through the review of the application, agency comments and the community consultation process.

CONTACT

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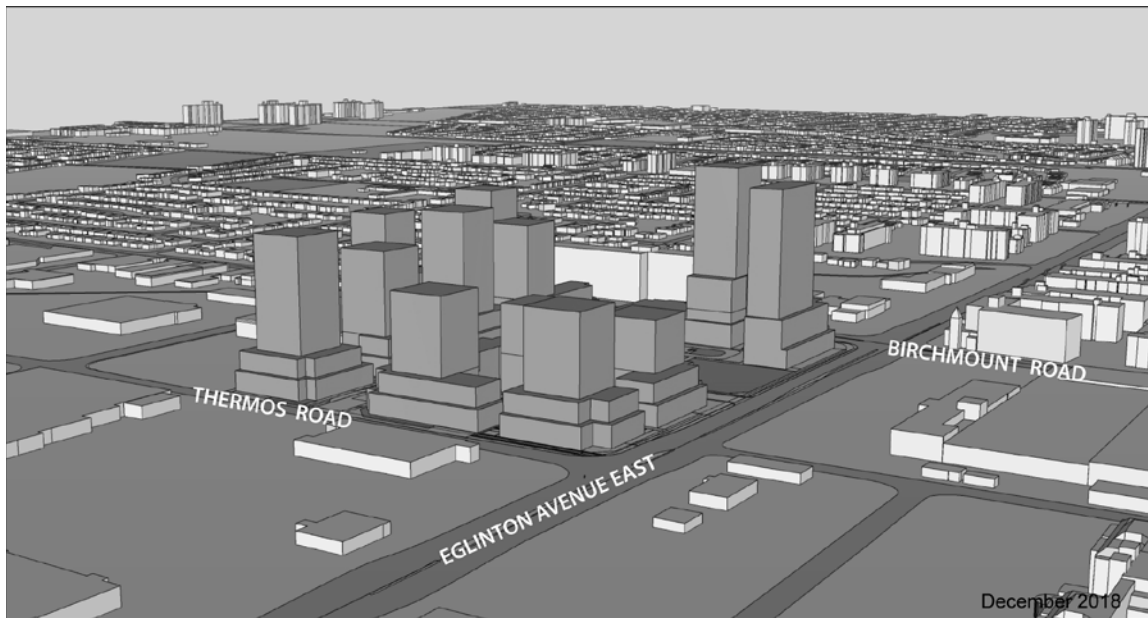
SIGNATURE

Paul Zuliani, Director
Community Planning, Scarborough District

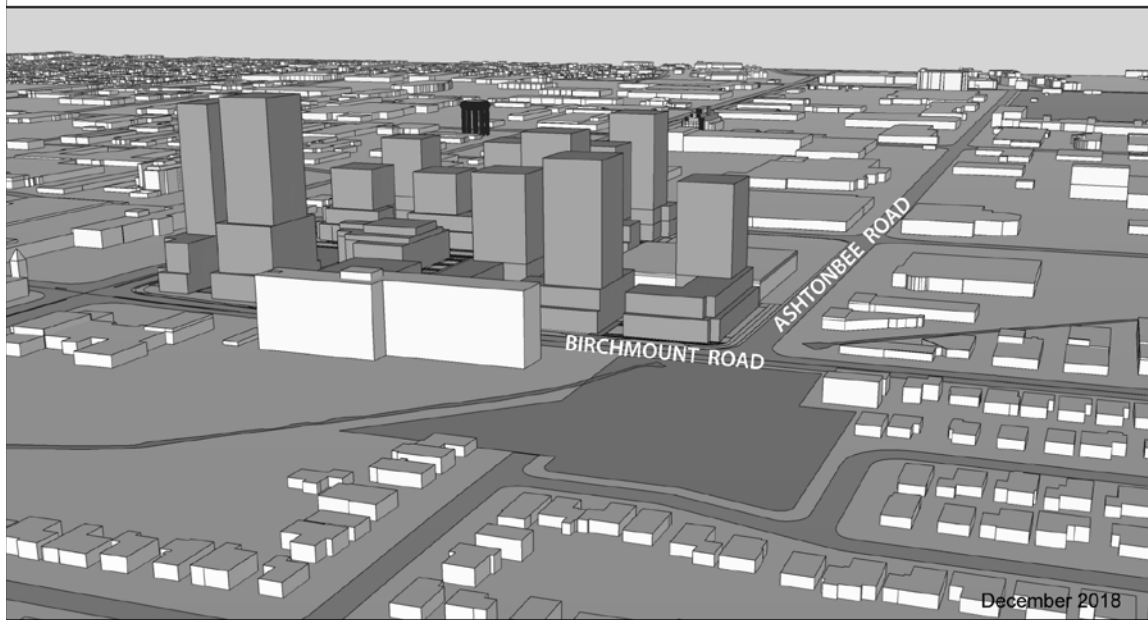
ATTACHMENTS

City of Toronto Drawings
Attachment 1: 3D Model of Proposal in Context
Attachment 2: Location Map
Attachment 3: Site Plan
Attachment 4: Official Plan Map

Attachment 1: 3D Model of Proposal in Context



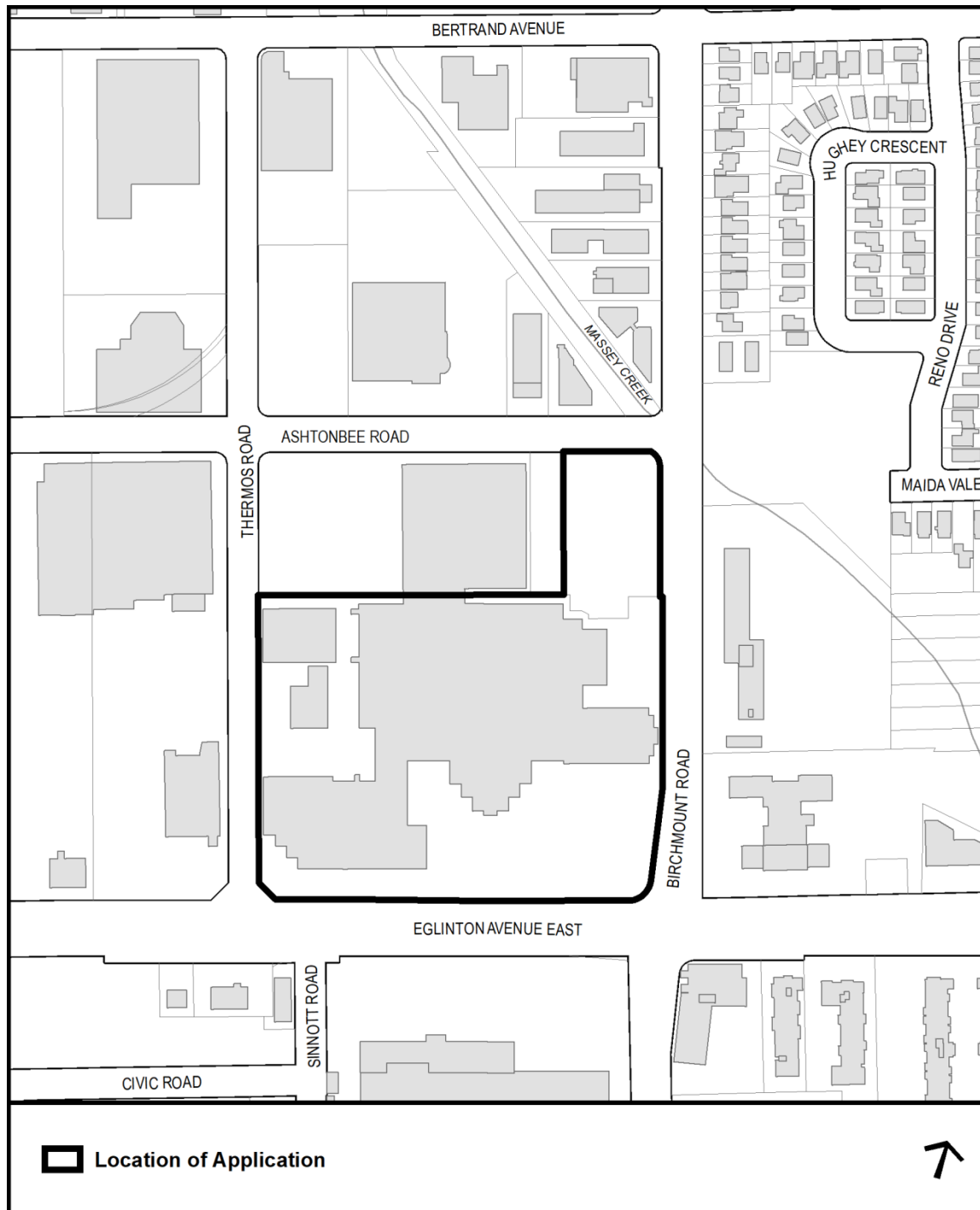
■ Applicants Proposal. View looking north-east



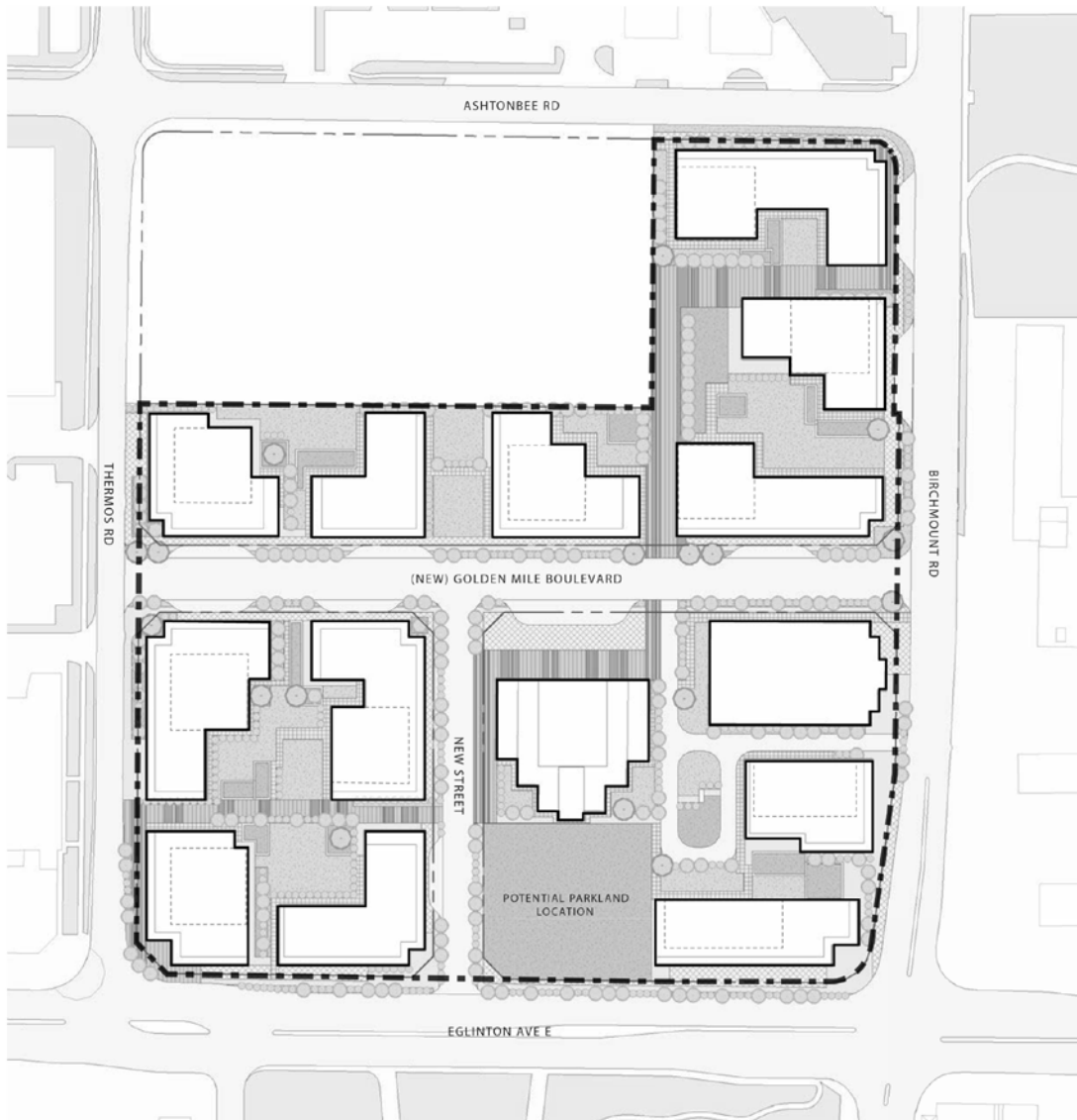
■ Applicants Proposal. View looking south-west



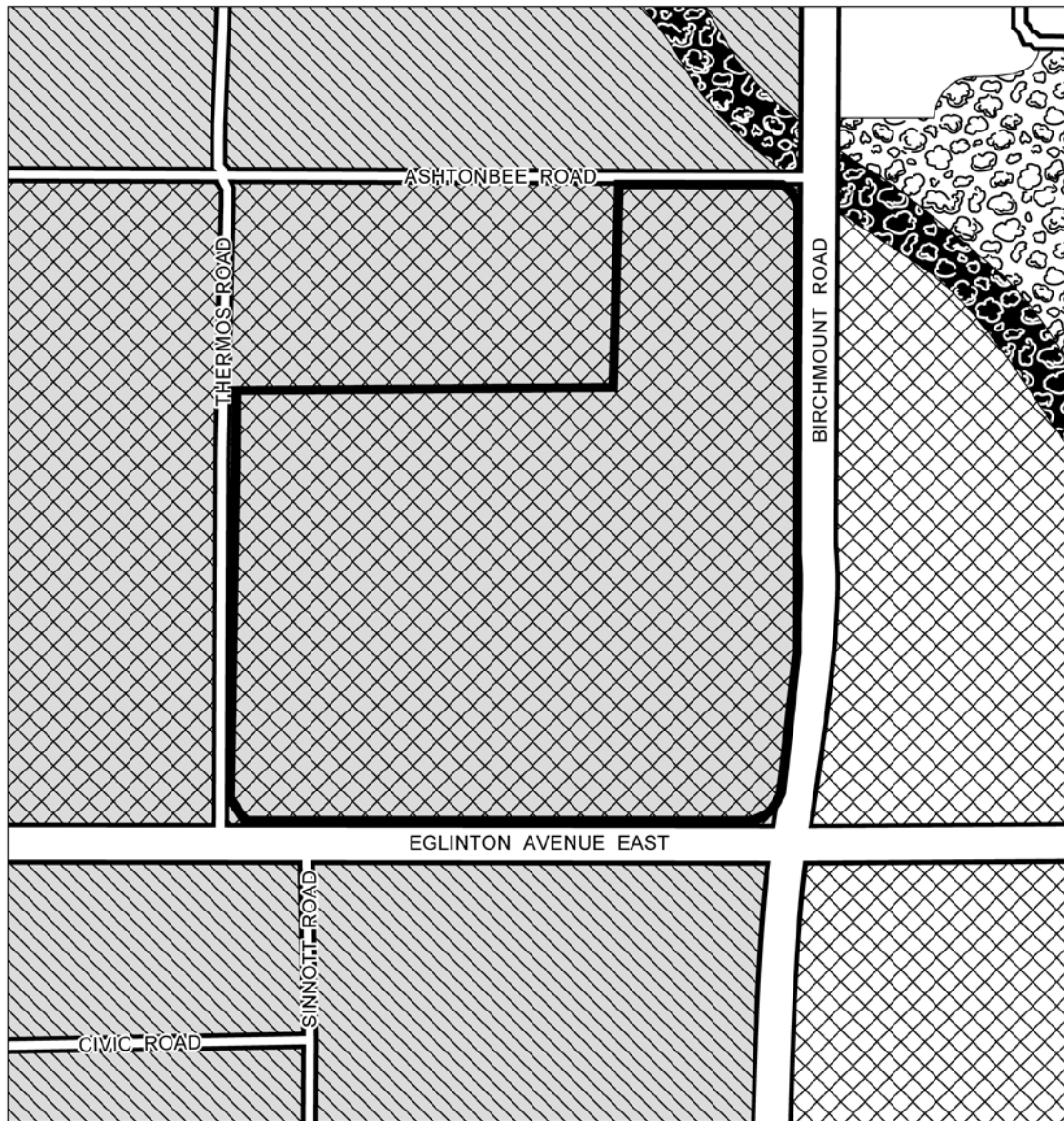
Attachment 2: Location Map



Attachment 3: Site Plan



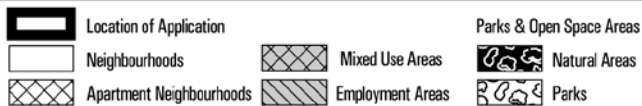
Attachment 4: Official Plan Map



Official Plan Land Use Map #20

2200-2206 Eglinton Avenue East

File # 18 206702 ESC 37 0Z



Not to Scale
12/12/2018